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Christian J. Dawson

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**Sharing Success:**

**A Look at Collaborative Leadership in the  
Inner City Business Growth of Two American Cities**

**By**

**Christian J. Dawson**

**Senior Project**

**Jepson School of Leadership Studies**

**University of Richmond**

**Richmond, Virginia**

**May, 1998**

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# **I. Introduction**

The ultimate goal of the following research project is to explore how public / private partnerships can be most effective in revitalizing and sustaining inner city economic growth. It presents two academic models which have been synthesized in an attempt to explain how civic collaborative leadership is best utilized as a tool by communities who are eager to effectively formulate, manipulate and sustain a downtown revitalization project.

Two cities were chosen as the foci for this study. The first community is Cleveland, Ohio. A few years ago, Cleveland dealt with many of the same socioeconomic factors Richmond is now confronting. Cleveland has since had a hugely successful economic resurgence in its inner city, and has been able to effectively sustain its success and its growth at a very healthy rate. The second community is Richmond, Virginia. Richmond has existed far below its growth potential for many years, and is on the verge of implementing a multi-billion dollar downtown growth plan. Richmond embarked on a similar plan in 1984, which was in most respects a failure. Richmond in 1984 was a city in need of the practices the synthesized models address. With a new opportunity on the horizon for Richmond, the time for reflecting and learning lessons from change-agent predecessors is now.

At a basic level, there are three primary questions this study seeks to address.



- 1) *“What can Richmond learn from Cleveland as well as its own history about effective civic collaboration?”*
- 2) *“How is civic collaborative leadership best used in the two case studies to establish partnerships between public and private leaders in the community?”*
- 3) *“Do the lessons learned from the continued success in Cleveland apply to the situation currently in Richmond?”*

The histories outlined in this study can potentially inform the leadership of the City of Richmond how to best insure success for their plan to increase community and economic growth in their inner city. Simply by looking at past successes and failures, much can be deduced.

There is no clear-cut formula, and historical data alone is only so effective. The academic models seek to take this information one step further, creating tools that any community could take as a starting point for cultivating civic collaborative leadership, and applying it in the most effective arenas. There is no clear-cut formula for success, but the models outline the following in hopes of identifying some common structure:

- 1) *The parts of the community which need to be represented by a leadership body in a downtown development plan.*
- 2) *The arenas leaders must turn to for resources in a downtown development plan.*
- 3) *The qualities, competencies and characteristics of the civic collaborative leader.*

The model should help communities discover untapped sources for civic collaborative leadership as well as untapped resources. By honing in on the competencies of the civic collaborative leader, communities can find the right personnel to implement their vision of downtown industrial renewal.

Cleveland and Richmond are extremely different cities in many respects. Richmond is smaller than Cleveland. The two cities actually exist in wholly separate cultures; Richmond is in the south and Cleveland in the north. Richmond has never had the focus on machine industry so much a part of Cleveland's history. Therefore, labor has historically been less of an issue in Richmond. Cleveland runs on a strong mayor city government, while Richmond runs on a council manager system.

The two were chosen as case studies because some of their largest civic problems mirror each other quite well. Since its economic resurgence in the late eighties, Cleveland has effectively addressed many of the problems Richmond has today, both in the realm of downtown economic growth as well as overall community development. The two cities shared three major problems that seemed to stand in the way of any truly successful economic turnaround downtown:

**Race** – Both Cleveland and Richmond have similar racial make-ups, and race is a major factor of the way both cities run their governments. Both areas have had their city governments polarized by race, creating stagnation and inaction despite the best of

intentions in urban renewal from both poles. Both areas have had their greatest successes marked by achieving collaboration among whites and blacks in pursuit of a common objective. Richmond today is much further along than it was fourteen years ago, but is still plagued with race problems which stand in the way of consensus on a common goal or vision for any change initiative.

**Brownfields** – Both cities have had major problems with redeveloping brownfield sites. Cleveland once had hundreds of acres of unused contaminated land in the middle of its inner city that had fallen into disrepair. Both unused industrial parks and dilapidated office buildings pockmarked the downtown, and the entire urban community suffered. Without a focus on the upkeep of urban infrastructure, crime rose and Cleveland's downtown became a place suburbanites avoided. Richmond, because it is smaller and less industrial, has far fewer problem brownfields in its inner city. The small numbers that do exist are worth discussing, though, because their existence has been continually noted as a major reason for violent crime in the downtown area. Empty industrial buildings age in Richmond's inner city and crime rises within the boundaries of those downtown areas. As is Cleveland, violent crime and poor infrastructure are keeping suburbanites out of all but the most upscale parts of Downtown Richmond.

**Suburbanization** – Both cities have dealt with city / county conflict, and have had to fight to keep industry within the city limits. This is a major problem in America today, because as businesses

continue their trend of suburbanization, middle class suburbia flourishes while cities die. This trend, in which the rich get richer and the poor get poorer, very prevalent during the Reagan years in Cleveland on an individual level, is true for whole regions in today's more technological world.

There are other similarities the study will address. Both places pride themselves on their historical importance. Cleveland focused their economic resurgence on the belief that it could be a tourist entity. Richmond has not exploited its tourism or entertainment possibilities to its fullest extent, but this is a major focus of the new Downtown Plan.

Although there are many relevant issues to be addressed in the City of Richmond, this study focuses on inner city business growth. Successful ventures in other cities like Cleveland have shown that growth in the inner city is the most effective building block for improving the entire region. Downtown redevelopment is a first step because of its high visibility. This is advisable because success then gives the entire community momentum for further revitalization. Success excites people at a grassroots level as it brings the hope that if people come together and put in hard, real effort things can get better. Inner-city business growth can be the seed that makes the whole city blossom. Civic collaborative leadership is the tool to plant the seed.

A copy of this research project is being sent to Richmond Economic Development Downtown Plan Coordinator David Sacks and President of "Richmond Renaissance" Robert M. Frieman in the hopes

that its findings can help to make a difference in Richmond's struggle to revitalize downtown.

## **II. Literature Review**

### **Collaborative leadership**

David Chrislip and Carl Larson explain that "the only consensus that really matters is those of the people who live in a particular community." (p. 146) Thus, collaborative leadership by necessity entails a community focus. Gardner's seminal work "On Leadership" and Chrislip and Larson's findings seem to agree on the nature of the collaborative leadership process, and the type of person it takes to be a successful collaborative leader. "Collaborative leaders are sustained by their deeply democratic belief that people have the ability to create their own visions and solve their own problems. If you can bring the appropriate people together (being broadly inclusive) in constructive ways (creating a credible, open process) with good information (bringing about a shared understanding of problems and concerns), they will create authentic strategies for addressing the shared concerns of the organization or community." (p. 146)

The collaborative process begins with communication, and finding a common ground by mobilizing around a vision that benefits all parties involved. Kretzmann & McKnight outline many ways to accomplish this in "Building Communities from the Inside Out." They advocate mapping a community's assets to best find the avenue for change and renewal. In dealing with the issue of collaboration, Kretzmann & McKnight recommend using these mapped assets to

find common ground, the area in which both collaborating parties find something they can gain working together.

Ultimately what Chrislip and Larson conclude is that “collaborative leaders are decidedly visionary – but about how people can work together constructively rather than about a particular vision or solution for a specific issue. These leaders transform communities in ways that achieve tangible results and, more important, change the way the community addresses complex public concerns. When the leaders engage people constructively and ‘model the way,’ people are empowered; the citizens’ - and the leaders’ - needs are met. A deeper sense of connectedness and community grows out of the interaction.” (p. 146)

### **Civic collaborative leadership**

Civic collaborative leadership is a term used and developed in this study to describe the type of collaborative leader needed to push urban renewal forward. The term is no different than collaborative leadership but for the fact that it assumes a feeling of civic responsibility on the part of the collaborative leader.

Collaborative leaders are most effective if they are civic entrepreneurs involved in servant leadership within the community. The more civically minded the gain and self-interest, the more successful the change will be.

Collaborative leadership incorporates the concepts of servant leadership, first outlined by Robert Greenleaf. Greenleaf, in his “Servant as Leader” advocates that all leaders should be “affirmative

builders of a better society.” Such involvement creates civically minded people. This mindset creates effective civic collaborative leadership.

To do anything in the inner city, one needs to exercise effective collaborative leadership between city and business leaders. This is why this leadership focus has been chosen. To do it effectively, one must be civically minded.

Sara Ziegler, in her study of Civic Leadership, studied the essays of communities illustrating their needs for leadership in the 21<sup>st</sup> century, and operationalized her findings into the six components of civic leadership. “The 6 components are: Incorporating Diversity, Citizen & Servant Leadership, Empathy in Leadership, Collaboration, Civic Responsibility, Positive Social Change.” (Ziegler p. 19) Civic collaborative leadership is best defined as a synthesis of collaborative and civic leadership styles, incorporating both their aforementioned definitions.

## **Urban Revitalization and Community Planning**

The Urban Land Institute, in their “Downtown Development Handbook” discuss the abundance of public / private urban development in today’s American cities. “In a large metropolitan area, the market may be so complex that many public / private projects could be undertaken without influencing overall market conditions. In a small city, however, the resources necessary to revitalize the downtown area may result in only a single development project.” (p. 1)

Fosler and Berger, in their collection of seven case studies entitled “Public / Private Partnership in American Cities” discuss the history of the public – private relationship in urban development up until the point at which collaboration became a new idea in making things work. They define this new idea as a ‘progressive philosophy,’ and discuss its formation, after which they state “At the heart of the progressive philosophy was the belief that government should play a more effective role in addressing the public need of industrial urban society. Supporters of this philosophy typically included businessmen whose businesses suffered from inadequate support services and a growing middle class of professionals and office workers who chafed under the disorder, inefficiency, and political corruption that characterized many larger cities. Opposition to progressive reforms frequently came from private utilities that resisted government regulation or ownership, business owners with little enduring stake in the community, political parties that benefited from the patronage of government jobs, and ethnic and working-class groups that saw the progressive proposal as an attempt by a business and professional élite to maintain or reestablish political control.” (p. 3) All this seems to be true when it comes to the case studies of Richmond and Cleveland.

Collaboration, in the form of public / private partnerships, is happening successfully across the country. John Gardner, in his preface to “Boundary Crossers” another group of case studies including Cleveland. “Today, in one community after another, the diverse segments and sectors of the community are working together in new patterns of collaboration and partnership. Such patterns don’t



spring full-blown from the minds of urban planners. They involve much groping, much trial-and-error. We are in the transition to a new way of doing the public's business, but we aren't there yet." (p. i)

The 21st century is the era in which public / private partnerships become the norm in dealing with the largest community problems. Community collaboration has the opportunity to offer answers to big problems that seem to have no solution. Suburbanization, race and brownfields are all problems the public / private partnership have the capacity to address.

**Suburbanization** - Charles Blessing wrote in "The new Downtowns" that "In city after city in the United States it has been true for many years that the urban dweller has sought relief from the burdens of the central city – social, financial, and environmental – by escaping to the ever-widening ring of suburbs - away from the effects of aging, obsolescence, and the so-called invasion by those less fortunate, less wealthy, and less prepared to cope with the demands of the city." (p. xii)

David Rusk explains what a 'metropolitan area' is. It "is a 'geographic area consisting of a large population nucleus together with adjacent communities which have a high degree of economic and social integration with that nucleus.' In short, a metro area is a city and its suburbs." (Rusk p. 6) Rusk dedicates his book "Cities Without Suburbs" to the idea that "The real city is the total metropolitan area – city and suburb" (p. 6) and that the way to combat suburbanization is to be elastic and expand its metropolitan

boundaries as well as its city limits. "Elastic cities 'capture' suburban growth, inelastic cities 'contribute' to suburban growth." (p. 20)

Louis Redstone disagrees, and says unless you concentrate on downtown growth, you are shortchanging the whole system by eliminating the 'backbone.' He focuses his efforts in trying to get communities to add more downtown housing. A healthy society has people living where they work. Therefore, if a society can get people to live downtown, then maybe they'll work there too. The key is security. "Nearly everyone in the professional disciplines agrees that cities must have people who live as well as work there. They all agree that what is needed is a continuous day and night activity in a secure, relaxed and socially conducive atmosphere. I have emphasized the word 'secure' because this seems to be the stumbling block in keeping people in the city as well as in bringing them back. There is no question that a well-populated area with a mix of different income groups will of itself create a positive feeling of security and become a great force against lawlessness." (p. xv) No matter what stance is taken, it will take collaboration to operationalize and implement.

**Race** – Collaboration must come through understanding, and different races do not understand each other in today's world. Thomas & Risdorf write in "Urban Planning and the African American Community," "In general, what is needed is an overview of the critical linkages between the urban planning profession and the nation's most visible racial minority. Race and racial injustice influence all efforts to improve urban society. Urban planning, an

active profession, purports to improve civic life in metropolitan areas. It cannot do so unless its practitioners more clearly understand the historical connections between the people and this field.” (p. 4) It will take a great deal of collaboration and communication before blacks and whites can truly understand each other in urban planning.

**Brownfields** – A brownfield is a site, or portion thereof, that has actual or perceived contamination and an active potential for redevelopment or reuse. Meg Wozniak, in her “Putting Brownfield Redevelopment in the Hands of the States” The Environmental Protection Agency (EPA) lists sites that have fallen below its contamination guidelines on a National Priorities list, known as the Superfund list, but these are not the only properties that require cleanup. They are merely the ones which receive the most attention. Most of the nation’s contaminated properties have much lower levels of contamination than is required to make the Superfund list. A report prepared by the Congressional Office of Technology Assessment (OTA) estimated that there are up to approximately 450,000 of these ‘brownfield’ sites in existence nationwide.” (p. 1) The federal government and the EPA do not have the capacity to deal with the problem. Cities will have to deal with the fact that large tracts of land in the middle of their urban industrial centers are dormant, promoting crime and disillusionment. Brownfields negatively influence the problems of crime and suburbanization. It will take collaborative effort to find ways to do something about this brownfield problem. There are ways to turn brownfields into

than a joke, and often made the list of least favorable cities to live in. Twenty years ago, 1978, Cleveland was at its all time low. The downtown economy was bankrupt at the very least. The average suburban youngster had spent his or her entire life without ever going downtown. There was one metro stop in all of downtown, and people were afraid to use it.

Business leaders got fed up after the city had to sell off its municipal utility so that it did not go too dangerously into debt. Their mayor, an upstart youth named Dennis Kucinich, had little understanding of the business community. His leadership style was to yell and cause a stir about the problems Cleveland's economy was having. His uncompromising, uncollaborative leadership style was the complete antithesis of what later proved to be successful in Cleveland.

The business community banded together and decided to find a candidate who understood the immediacy of the depressing situation in Cleveland. They looked for someone that would fight for the changes the city desperately needed. Business leaders attempted to coerce local lawyer George Voinovich to run. They knew that if things were to get done, the business and city leaders would have to work together, and their way to easily accomplish this was to get one of their own elected as mayor. Voinovich agreed to run on the condition that the business leaders do all that he requires of them to enact a plan to revitalize the community, starting with the inner city.

Cleveland was a prime economic location, but poor management had left it in a major slump. Voinovich was able to enlist the help of business leaders to help build up inner city

business growth. The mayor had never before been able to get city council to support any sort of reforms. The support of city council chair George Forbes for Voinovich, despite the fact that he represented the black community and all the reformers were white, was a major victory. It happened because Forbes and Voinovich, though they may not have seen eye to eye on any particular issue, both acknowledged that Cleveland was in a state of emergency, and things were too far gone to worry about race. There comes a point when everyone is so depressed that the color of one's skin finally seems unimportant.

With blanket city council support, things really started moving because the public got energized. Voinovich first concentrated on infrastructure, improving roads and investing hundreds of millions of dollars, many from government grants. He got bus routes to go back downtown. The increased infrastructure and decreased crime rates made people feel safe about going back downtown. More than that, the businesses expanding, refacing and moving in gave them a reason to go downtown. By the time Voinovich left office, there was enough excitement in Cleveland that an environment of collaboration had been created on all fronts.

A major player every step of the way was Cleveland Tomorrow, a group of CEOs created to formulate and support a common agenda in Cleveland, and to consolidate the power they could bring to civic issues. Cleveland Tomorrow's support for Voinovich is at the heart of what is often referred to as the public / private partnership of Cleveland. Cities now come to Cleveland from all across the U.S. and try to learn to do what Cleveland has done.

Most often, they look to form a group such as Cleveland Tomorrow, which makes community downtown development an issue of the largest residents, the companies. It is often criticized for being all white male. Nonetheless, Cleveland Tomorrow has been a huge success.

Michael White succeeded Voinovich in the mayor's office, and had the difficult task of sustaining the momentum Voinovich had helped to initiate. He was very quickly able to take advantage of two major untapped resource markets: tourism and entertainment within the city. The Gund Arena project brought the Cleveland Indians and Cavaliers into excellent facilities centrally located downtown. The initial plan was to move the Indians from one section of downtown to another. It was Michael White's decision, in the first month of his term, to expand the Gund Arena project to build an arena for the Cavaliers, bringing them out of the suburbs and showing the suburbanites that the downtown meant business. By the time the projects were finished, transportation had improved to the point that one could go to a game using mass transit and leave their car at home.

Fifteen years ago nobody would have guessed that a fifty million dollar Rock and Roll Hall of Fame would go up in Cleveland. A mark of the success of the Hall comes from AAA. During the Olympics in Atlanta, the second most requested place foreigners wished to visit, after Atlanta, was Cleveland and its Rock & Roll Hall of Fame.

The Rock and Roll Hall of Fame was unique as a civic project in Cleveland, because community leaders raised the money. Most projects were federal government subsidized projects, through

extensive grants. One of the reason Cleveland was so successful is that just as Cleveland started getting serious about revitalization, the nation did, too, and government grants and subsidies of hundreds of millions of dollars were available to save Cleveland.

Its resurgence built on civic entrepreneurialism with strong governmental support, Cleveland now regularly is chosen as one of the best cities in America. It is called "The comeback kid." But problems still exist. What they did is not perfect. First of all, they ignored the race problem when dealing with their problem, which is never smart to do. Basically, it was the old white men in charge of the restructuring process. Second, they spent a lot of money that is no longer earning interest, so many fear that they sold off the future for the present. If successful tourism does increase, though, and businesses keep being attracted to Cleveland, it will be undoubtedly considered a smashing success.

## **Richmond**

While Cleveland was spending 400 million dollars to clean up brownfield sites in its inner city and renew fifty acres of unused land in the center of the city, Richmond and its then City Manager Manuel Deese were working on an urban renewal program as well. In 1984, he wrote, "Today, construction activity is evident and underway everywhere in downtown Richmond. A sense of excitement and optimism fills the air. A momentum has been established in downtown Richmond which, if built upon properly, can insure a healthy future for downtown and the City for years to come." (City

Planning Commission Downtown Plan, 1994. p. 3)

Deese goes on to expound on the exciting new development that will be at the heart of the 1984 Downtown Development plan. He speaks of the 6<sup>th</sup> street marketplace and of new tourist ventures such as the Valentine Museum. Then states as his conclusion “After the next five years, fewer public projects will be necessary to continue the momentum established.” (City Planning Commission Downtown Plan, 1994. Map Insert)

The 6<sup>th</sup> Street Marketplace was a failure from the start, and the Valentine Museum ran out of money and closed down just recently. There were some temporary successes in the 1984 plan. Most of them had to do with city infrastructure, as Broad Street and Second Street received major overhauls. Very little of the 1984 plan, however, created long lasting growth that the community could sustain. With the failure of the first major initiative, the 6<sup>th</sup> Street Marketplace, so quickly realized, many of the planned public or joint public / private projects did not even happen. Even the most successful component of the initiative, undoubtedly the Marriott Hotel, Convention Center and Exhibition Hall, needs to expand, renovate and improve in order to achieve its goal of attracting the most coveted conventions. This structure, created to be the best in existence, needs to go further to reach that goal.

There were a number of reasons the 1984 Downtown Plan failed and most of them will be discussed in the findings section of this project report. The largest reason is that the city council put the plan through at great debate, and though they moved to implement, there was no consensus on what should be done, or what should be



given top priority. The city wanted different things than the business community as well. The lack of shared vision led to little follow through on the plan.

In 1982 an organization was created to address the difficulties Richmond was having in collaboration among its members. "Richmond Renaissance" developed a charter with a dedication to facilitating discussion between blacks and whites within the City of Richmond. After fledgling involvement in the 1984 plan, Richmond Renaissance focused on making itself a significant entity in Richmond.

Richmond Renaissance is a public / private partnership across race lines. It is by charter fifty percent white and fifty percent black. There are usually between sixty and seventy five members. The white members come primarily from the business community, and include the CEOs of Richmond's top companies. Richmond has eight Fortune 500 companies, and eight more Fortune 1000 companies. All are represented by membership in Richmond Renaissance. The black members come generally from government and small business, as well as a few major CEOs. The goal of Richmond Renaissance is to facilitate collaboration and create open discussion between two cultures who do not understand each other very well.

Richmond has spent the past fourteen years struggling to build collaboration between business and city officials, and white and black communities. It was evident quite clearly that Manuel Deese was wrong, and that a stronger plan was necessary to move Richmond forward. A plan has been in the works since 1986. It has taken until 1998 to get all players agreeing on a direction. It is not

until this year that the new downtown plan is even being unveiled. In the interim, a few projects such as the Towers of Power office buildings and various new VCU developments have passed, but for the most part large scale economic development has been on hold as the community players have worked on their differences.

During that time, Richmond has tried to address issues of crime and handle its brownfield problems, but have had difficulty making significant progress on either front.

**Brownfields** – Brownfields redevelopment is important to the city of Richmond for a number of reasons:

- 1) Richmond is the oldest industrial city in the south and has a substantial number of obsolete industrial sites.
- 2) There is a shortage of readily--available industrial sites.
- 3) Annexation of suburban or rural areas is prohibited.
- 4) Surrounding jurisdictions have lots of greenfield sites.
- 5) Lack of city sites hinders business retention and attraction efforts.
- 6) Results in less than optimal business investment and jobs.

(City of Richmond Brownfields Pilot Project Update 5/24/96)

The city has followed EPA guidelines in developing a Brownfields Pilot Project in conjunction with the local Industrial Development office. Richmond's brownfields strategy is a sound one. They target sites with the highest marketability and least contamination. Generally, they select sites in the city's three state

enterprise zones to maximize incentives for redevelopment.

Where the project has faltered is in engaging the neighborhoods in the target communities. Though it has been a major goal of the project, it has been less successful than anticipated and its unpopularity has tainted most of Richmond's brownfield work. They can't seem to find a way to make brownfields redevelopment work for the city, the industry and the local residents. Despite the fact that sites are redeveloping, and business is moving downtown to these sites, the redeveloped sites are not benefiting the immediate community the way they should, and it is the fault of poor collaboration. Brownfield redevelopment is a perfect example of the leadership practices that have been so prevalent in Richmond. Everybody is civically minded, but poor collaboration denies a shared vision.

**Crime** – Richmond has one of the highest crime rates in the United States. In the past few years, Richmond has narrowly missed being deemed 'Murder Capital of the Country.' Though the title changes yearly, only Washington, D.C. has been more consistently at the top of the list. The per capita crime rate in Richmond is an embarrassment to the City. Despite heavy crime legislation of the past few years, The crime statistics of APPENDIX 1 show that the numbers have stayed rather consistent, leading many to believe that combatting crime in Richmond is a hopeless proposition. Many have given up not because murder rates have reached an all-time high, but simply because they have not gone down. Frustration and disillusionment has set in to much of the

city. The Rev. Ben Campbell states that “our crime statistics show what we should be able to see with our bare eyes – that Richmond is an entire city in a severe state of depression – emotional depression. We feel that nothing can be changed.” Richmond needs some strong leadership to get the community behind a change to combat crime, to prove that it can be done if the community works together.

The new plan will dedicate hundreds of millions to revitalizing downtown infrastructure, focusing a large part of the redevelopment in Jackson Ward. It will turn the James River into a moneymaker on a transportation as well as an entertainment level. Canals are being built, as well as entertainment venues on the waterfront. Then new plan will bring the train station back downtown, connecting Richmond’s downtown with the downtowns of New York, Philadelphia and Boston. The city is working closely with the Metro Richmond Visitors Bureau, MRCVB, and the Richmond River Development Corporation, RRDC, to make these projects happen. Richmond Renaissance mediates talks and tries to build community support for implementation. If everything works according to how it is currently laid out, this new plan will cost 1.5 billion dollars and create 15,000 new jobs over the next fifteen years.

Richmond has a chance of making this a hugely successful downtown revitalization project. The Federal Reserve Bank of Richmond has recently come out with a study called “Community Investment opportunities in Richmond, Virginia” that concludes that the time is right for this type of revitalization initiative. Richmond

must make sure, though, that it does not fall into the same problems it had fourteen years ago. To learn how to make this plan work, Richmond must understand how other communities like Cleveland did make their plans work.

## **Methodology**

### **A) Introduction:**

This study employs a case study analysis. Case studies have been analyzed through printed sources as well as interviews. Matrix models have then been used to analyze the case studies. Qualitative interviews are a major tool to collect data, but their more vital role is as critic of the models developed to explain the case studies. The interviews are not meant to be survey interviews, but key informant interviews, chosen for their extensive knowledge of the subject matter.

This study deals only with two specific cases, and therefore analyzing quantitative data can be misleading. If too many generalizations are made, the conclusions may not be applicable to every situation. "Typically, qualitative research will provide in-depth information into fewer cases whereas quantitative procedures will allow far more breadth of information across a larger number of cases." (Kruger p.38) Qualitative research is needed for this study in which depth of understanding is much more important than breadth. This is first and foremost a focused study, analyzing two areas and trying to find what one can learn from another. By using qualitative data to focus on the problems facing inner city business growth and

their solutions through collaborative leadership, we can get a better perspective of the two areas and see if we have a fit for these two regions. Then, generalizations made in models can be taken and tested in other areas to see if they hold up. The abilities of this study only reach so far, and to the extent of building a generalized model, the qualitative data is most effective. It is suggested that future academics who want to test the validity of the generalized models developed outside of Richmond or Cleveland concentrate on quantitative data analysis.

“A case study is an empirical inquiry that:

- investigates a contemporary phenomenon within a real life context; when
- the boundaries between phenomenon and context are not clearly evident, and in which
- multiple sources of evidence are used.” (Yin p. 23)

The project has attempted to use both Richmond and Cleveland, and investigate their Downtown Development initiatives. All three essential points addressed in R.K. Yin’s book on case study development are therefore covered.

This research project has as its ultimate goal, “the change of existing social systems as a primary purpose.” (Marshall & Rossman p. 4) Interviewing provides the opportunity to qualitatively assess the state and situations of both case studies by balancing the perspectives of others with written sources and trying to find an objective medium. It provides an opportunity to present the deductions and hypotheses of the study, as well as the models, to real civic collaborative leaders. This will determine whether real

leaders from the practical situations discussed find them valuable and truthful.

A series of qualitative research interviews have been performed on key informants to the subject matter. Qualitative interviews are used to discover how to relay the real human experience of initiating change through collaborative leadership. Steinar Kvale, in his "Introduction to Qualitative Research Interviewing" states that "Qualitative research interviews attempt to understand the world from the subject's point of view, and to unfold the meaning of people's experiences." (p. 1) In this type of interview, much of the questioning has to be done concurrent with analysis during the interview process. The project has benefited from such a loose interview format, allowing exploration into case study histories, specific instances of collaborative leadership, as well as the academic models. It has provided the opportunity to learn directly from those who experienced the endeavors, and has not limited the scope of that learning.

The dangers of a format such as this is that without literature analysis to contribute to the historical perspectives, it limits the credibility of the study. The interview participants have to be carefully chosen. Different perceptions of the same event due to any sort of bias must be checked. The interviewees must serve as a system of checks and balances for each other. In this study, literature on the subject matter also serves as a check on the information. Still, biased perspective may exist. Perhaps one side was unsatisfied with the results of a collaboration, or felt they got too

little credit for the collaboration. Their story may be weighted to make them look good.

Conversely, if a good system of checks and balances is set up effectively, the qualitative interview methodology is one of the best methods of getting to the heart of the conflicts that arise in collaborative leadership situations. Checking everything they say with historical data is just one way this study has attempted to allow this to happen.

*Interviews were done with the following people. The results are outlined in the 'findings' section found later in this study.*

**From Cleveland:**

- 1) Director of the Terminal Tower, and executive in Four City Enterprises; Jack Kuhn
- 2) A city lawyer under Voinovich's administration, and former law partner of Voinovich; Tom Wagner
- 3) The former chief of staff to Michael White; Darlene McCoy
- 4) Area business leader; Philip Dawson

**From Richmond:**

- 1) Public relations correspondent for Richmond Renaissance; Charles Kouns
- 2) Richmond Community Development Office infrastructure specialist; Vicky Badger
- 3) Richmond Industrial Development Director; Larry Haines
- 4) VCU Dept. of Urban Studies & Planning; John Moeser



5) Education Director for the Jewish Federation; Marc Swatez

**As Urban Development Consultants:**

1) EPA Deputy Director; Richard Wilson

2) Industrial Development Expert; David Dawson

For each interview, the study was outlined and the models presented. The reflections and suggestions of each interviewee were taken into consideration. APPENDIX 2 is a sample prospectus, which I faxed to each prospective interviewee before speaking with them. Each interview was adapted to fit the specific person involved, often as we went along, but the prospectus presented a skeletal framework for discussion.

**B) The Models:**

My initial method of data analysis was dealing with two models collated into matrices. The first matrix comes from a study Neal Pierce and Curtis Johnson completed for The Academy of Leadership Press called "Boundary Crossers: Community Leadership for a Global Age." The second model comes from a study by Sara Zeigler entitled "Civic Leadership: Meeting the Needs of American Communities, in Preparation for the 21<sup>st</sup> Century." Miles & Huberman, in their "Qualitative Data Analysis," explain the benefits of matrix displays in dealing with case studies. What matrices do is order data into manageable sections, based solely on what ideas the researcher is trying to get out of the study. "If each site produces 200-300 pages of field notes and ancillary material, we are rapidly awash in waves

of data. Before this amount of data can be analyzed, it has to be managed.” (Miles & Huberman p. 151) It therefore was the purpose of this study to find models which focus in on exactly what we are looking at.

### **Model 1:**

The purpose of Model 1 is to illustrate who the participants are in successful large scale revitalization of a downtown area. The left hand column of the matrix is called the ‘players’ section. The ‘players’ are the organizations, institutions or individuals which would, in a community with maximum potential for civic revitalization, contribute its own participants. The ‘players’ groups are from whence the civic collaborative leader comes.

The top column of the matrix is called the “arenas” section. Arenas are not the places the leadership takes place in. That place can be anywhere. They are not the places the leadership effects. That is primarily the downtown area and greater metropolitan region. The ‘arenas’ are the levels at which the aforementioned leadership takes place.

In a community optimized for maximum civic change ability, each one of the ‘players’ sections would have leaders committed to civic collaborative leadership, and committed to the project. Each leader would also have the ability to work at each one of the necessary levels, or arenas, when necessary. In a city with maximum growth potential, any player can work in any arena.

Therefore, within the given model, a city can measure its own ability to grow by evaluating whether it has leaders in all the required areas and whether the leaders they do have can work in all of the above levels. If one were to use the model as a checklist, a maximized city would have the ability to mark off every single box. Any city can use this model, and the areas it cannot check are then the areas in which it needs to focus its energies if it wants to maximize its change ability.

### **Model 2:**

Model 2 assumes that a community has already established who its leaders are. It outlines what attributes and competencies these leaders need to be most successful. The optimal leadership for large scale downtown development, like in Model 1, would have every box checked. It is this optimal point, when one has accumulated all the necessary attributes and competencies, that I have defined as 'civic collaborative leadership.' This optimal point is represented within the model by the intersection of "Process Leadership" and "Civic Responsibility." A sheet defining the model's terms has been attached to it. All terms have been defined by Sara Ziegler.

## Model #1

# Maximizing Civic Capacity in a Time of Increasing Complexity

Model developed by:  
Neal Pierce and Curtis  
Johnson

		ARENAS					
		Neighborhood	Local	Regional	State	National	Global
PLAYERS	Individuals						
	Nonprofit Organizations						
	Educational Institutions						
	Philanthropic Organizations						
	Business						
	Government						

### ***WHAT THE CHART IS ABOUT:***

Every community issue, whether problem or opportunity, contains the possibility for constructive action in each arena with a role for every player.

All of the players have access to and may influence, directly or indirectly, actions within each of these arenas.

Successful communities leave no opportunity to enhance and leverage their efforts uninvestigated and no partner that shares the common vision or goal uninvolved.

## Model #2

## Analyzing Civic Needs of 21st Century Leadership

Model developed by:  
Sarah Ziegler

	Incorporating Diversity	Citizen & Servant Leadership	Empathy in Leadership	Collaboration	Civic Responsibility	Positive Social Change
Understanding Trends					X	
Educating for the Future					X	
Building Consensus					X	
Using Technology						
Local Business and the World Market					X	
Community as Family					X	
Process Leadership	X	X	X	X	X	X
See, Touch & Feel the Future					X	

### ***WHAT THE CHART IS ABOUT:***

Process Leadership and Civic Responsibility are the most vital needs of 21st Century Leadership with regards to inner city revitalization.

Process Leadership is defined by terms at the top of the chart. Civic Responsibility is defined by terms in the column to the farthest left.

Community revitalization happens when players are committed to using process leadership to enact a feeling of Civic Responsibility.

## **Definitons:**

(as defined by Sara Ziegler in her aforementioned study)

- **Understanding the Trends of the Future** – Communities must become more familiar with what changes are expected to occur.
- **Educating for the Future** – Schools of the future will be a system of learning, not a building.
- **Building Consensus for the Future** – Local communities need to build shared vision among diverse groups.
- **Local Business and the World Market** – The future of business in the united States will be proportional to the effort taken to become world class producers and service providers within a totally new framework for the future.
- **The Community as Family** – It will be in our self-interest to work together as never before, because our problems and our opportunities are intertwined with those of everyone in the community.
- **Process Leadership** – Developing pools of 'process leaders' in every area of society to be able to help facilitate new shared visions for a future quality of life.
- **See, Touch and Feel the Future** – Our challenge is to bridge the gap between the unknown of the future and the reality of the present, and analyze and introduce what is coming in a way that all people can understand it and embrace it without fear and resistance.

## **V. Findings/Results**

Broken down into four subject heading subcategories:

### **A. Key Informant Interviews**

Relevant information in reaction to the models

#### **1. Cleveland**

##### **a) Jack Kuhn**

The players and arenas in Model 1 were effective, but thought that what Model 1 illustrated was not an initiatory step but a goal. Of primary importance is to find a strong leader who can initiate the gathering of the players and arenas under a common agenda.

In Cleveland, Mr. Kuhn sees Albert Rattner as this leader. "Rattner is the director of the 4 Cities Industries, and was the person who went to CEOs across Cleveland to put together Cleveland Tomorrow. It was not until Rattner had passed on his vision to the CEO group that they got united to action under the common agenda he had given them. They then pulled Voinovich into the agenda, and Voinovich became a major initiator of the change. Voinovich made headway towards reaching the goals of the Model 1 when he got George Forbes, the black head of the City Council, under the same vision. By doing this, Voinovich brought in a climate under which he could control the City Council.

"Model 1 is on target with the different arenas through which change takes place. Cleveland never would have been

able to do what it did on its own, but at the same time Cleveland was getting serious about downtown redevelopment, the US government was getting serious about it, too. What Model 1 misses is the fact that it all starts from a central leader, and in the case of Cleveland it came from a business leader with a stake in improving the home of his business. One suggestion would be to switch which model was considered Model 1 and which was considered Model 2. If change is to take place as it did in Cleveland, it will take place starting with a leader. Therefore, by presenting the leader attributes before the practical collaboration attributes, things would be clearer and more helpful.

“Most of the leader attributes check out with things which can be seen as happening specifically in Cleveland. As far as incorporating diversity goes, Rattner was Jewish, Voinovich was white and Forbes was black. Later Michael White took over and was black, but his City Council head was black. Therefore, diversity was a major part from the very beginning. Everybody wanted to make a positive social change, and since nobody wanted to maintain the status quo, they all collaborated on how to accomplish what they set out to do.

“The way people in Cleveland built consensus was by pulling together all the major companies with stakes in the survival of Cleveland and developing public / private partnerships with them. Without the major companies supporting the change from the start, the community would never have had anything to collaborate on. The models seem to



be illustrative of what went on in Cleveland, it simply does not illustrate every step of the path to change. Nor does it show how change has to be sustained and things have to be continually pushed forward.”

**b) Tom Wagner**

“The model hits some important points, but let me explain a little about the type of leadership you speak about and how it played itself out in Cleveland. Voinovich was the initiator. He was this civic collaborative leader which you mention. He was able to do it because when Cleveland defaulted on its debts and lost its bond rating, things were at rock bottom. Urban decay hit its peak and nobody in the region wanted to maintain the status quo. They were all afraid the ship was going to sink.

“Voinovich came in with a plan. He had a muted, understated political response to everything. Voinovich was able to do two things very quickly that set the community in the right direction. He enlisted the support of the community leaders to bring back political stability. In the past 10-15-20 years, Cleveland leaders had learned that political instability caused severe decline. You can’t get stakeholders to put dollars into anything if you’ve created an environment where everything seems hopeless. Voinovich came in and asked everybody to lower their voices. He was teaching a lot of people these collaboration competencies on the fly.

“The leadership has got to be political leadership. Then he gets the community behind him and can be successful. The second real important thing Voinovich did was to involve the stakeholders. It goes beyond getting everybody involved, all the players in your Model 1 at once. More often than not if you get every coalition under the sun backing your project without involving the shareholders, you’re doomed to fail. One thing to keep in mind with your Model 1 is that you’re looking for the capacity for all these people to work together in all these arenas. If you actually did have all of them working at once you’d end up with a big mess and a failure.

“His administration started out without political stability, but he convinced people that the government wasn’t out to get them. Voinovich got the entire Midtown Corridor involved, the residents of the area to be revitalized. Players like Cleveland Clinic and the major nonprofits who have huge stakes in what was going on were brought in to work on the problems. If you get leaders just for the sake of having them from the right sections you’re doomed. Voinovich identified the stakeholders and got people like Cleveland Tomorrow to say “How can I help?” They did it out of total fear. Business task forces lent some of their best people to the city for 6 months to analyze the problems of the downtown community and the region.

“So there is more of a central focus on a leader than Model 1 seems to indicate, but at the same time if I see where you’re coming from with the collaborative process and all the people who participated, well the black ministers were

extremely supportive and influential in Cleveland and they don't have a category in the Model. Perhaps that can be one you add.

**c) Darlene McCoy**

“The problem with models is, there's no hard & fast rules. Things aren't that systematic nor do they move with that much strategic precision. Leadership may be enabled by all these things, but what leadership is really enabled by is when there is some kind of a crisis.

“The Indians wanted a new facility. The federal laws were changing and there were soon going to be no more economic bonds for sports facilities. Mike White had one month to decide on whether to build. This was during a time period in which we knew we needed to keep the ball rolling after what Voinovich had initiated. White decided to not only build a new Indians arena but to add a stadium for the Cavaliers NBA team as well, moving them out of the suburbs to increase inner city revenues. City Council stood behind him and implemented a new sin tax to offset the cost by 50%.

“They were able to put that through because they were under the gun and because the city was still focused on growth, riding the waves of its own success. Well it ended up being hugely successful and the Indians won the World Series. That created even more momentum that convinced the city to put the funds into the Rock & Roll Hall of Fame, downtown housing and the Great Lakes Science Center.

“Once we got off of our strategic plan, it was momentum that pushed us forward and a constant desire to keep improving and keep changing. Cleveland became a tourist attraction and everybody started sprucing up. The community was completely involved and everybody was a leader. People didn’t worry about attributes or models, they just all had a vision of the Cleveland they wanted. It was the same vision: bigger and better. That was both a lot simpler and a lot more complex than any model could be.”

**d) Philip Dawson**

Primarily an important source for historical information.

## **2. Richmond**

**a) Charles Kouns**

“Richmond Renaissance was created as an entity to deal specifically with some of the issues your models raise. When it was created, the city was at a standstill politically. The white and black communities were at odds. This was shortly after the attempted annexation of 40,000 white people into the suburbs, and neither side believed they could trust the other. We had two communities that didn’t understand each other well, and four individuals got together and tried to stop it.

“As I look at your Model 2, it seems that Richmond Renaissance was created as a catalyst for downtown development because a few of the things needed here were missing in Richmond. Richmond Renaissance seeks to facilitate

collaboration. 'Building Consensus,' 'Understanding Trends' and 'Incorporating Diversity' are all things we set out to do. And I guess we seek to make a 'Positive Social Change.'

"When we started, there was a lot of ground to cover. Now Richmond Renaissance is a larger player than they used to be and are starting to bridge gaps between people. For instance, last month Richmond Renaissance went over the bus routes, and a black member realized that buses don't go into Jackson Ward. Well that goes against another downtown initiative Richmond Renaissance and the city are partnering on called Vision 2000, which is an attempt to revitalize Jackson Ward. So, the white and black communities came together on that initiative and had the bus routes redrawn.

"We are gaining power, though we have too low a visibility. It is difficult to brag about mediations and accomplishments, but as a result the community doesn't know who we are. Still, there's hardly a major project that goes on in the city that we don't have our hands in somehow. We are slowly starting to better develop those things on your Model 2. We have been pretty successful players."

**b) Vicky Badger**

Ms. Badger said the City was obviously the most important 'Player.' As far as what the models left unexplained, "There is a method as to what must happen for downtown development to work effectively. First infrastructure needs to be addressed and rebuilt. Then concentrating on transportation

is the next step. After taking care of a community focus on transportation, it is essential to look at a national focus. For instance, after we got the bus routes to run into Jackson Ward again and we were satisfied with our local transportation system, we started to concentrate on moving the train station back downtown so we could link our downtowns with other large east coast cities. Model 1 seems correct in addressing all the different levels that need to be addressed. Right now in getting the train station downtown I am in daily contact with the commonwealth at the state level, CFX, a large freight industry as well as the government (we are getting 25 million in federal grants to do this) at the national level, GRCC, metropolitan planning in Richmond at the local level. My only problem with Model 1 is that as far as 'Players' go, I am not sure where I fit. I suppose I'm government, but that's not quite right."

**c) Larry Haines**

Mr. Haines perused the materials as I told him that these are essential leadership attributes to be gathered by civic collaborative leaders as tools in effective downtown development. He said "This all looks all well and good and most of it looks like it's right, but here in Richmond it has taken us fifteen years to decide on any sort of a consensus on a vision and even go to the table to discuss an implementation step.

"The major players in Downtown Richmond are the City Manager, the City Council, Richmond Renaissance and a slew of

companies: Reynolds, Philip Morris, Whitehall Robins, Media General, Signet, NationsBank, First Union and the Federal Reserve. It's not easy to get all these people to sit down and talk big changes. Downtown business increased last year. Things are looking good. This is a conservative town, and all those people are not going to sit down and pass a 1.5 billion dollar downtown plan without feeling it completely necessary. Now it's probably all going to happen, but it's taken us 15 years. No, there is no sense of urgency about the changes happening in Richmond. That's a very important lesson and I believe that's an important factor not addressed by either of your models."

**d) John Moeser**

"I recommend that you add two sections to your Model 1 'Players.' 'Religious Organizations' and 'Political Organizations.' Black ministers when they want can be a potent community force. They played a big role to restrain feeding programs within the City of Richmond.

"Your Model 2 is very unclear. It seems as if, like in Model 1 the ideal would have every box checked but I'm not sure. Make your objectives clear.

"Remember that if your Model 1 is right and all those players need to be involved for good downtown development that it has never happened in Richmond. Richmond has never had a strong grassroots movement. The closest was something started at the University of Richmond called "Focus Forward"

where people came out in droves from the community to participate and fix things together. it was a failure. There was no follow through. This may come down to the lack of a sense of urgency you've been talking about, but also to a lack of the type of leader you discuss, who throws the focus on collaboration of all groups. Richmond leaders do not involve the community and it remains an untapped resource.

"Remember that Richmond is successful. State buildings and VCU have both stimulated growth. There are 16 Fortune 1000 companies with increasing revenues that are greater than those of Phoenix, Raleigh, Baltimore and Nashville combined. This can be a big plus and a big minus when it comes to initiating downtown development, depending on how the leaders use that fact to their advantage or disadvantage."

"I like your ideas about the speed of change being proportional to the sense of urgency. Include this in your models or set of lessons if you can. Look to push Richmond in your conclusion to look to crime as an area that can incite a sense of urgency out of the community."

**e) Marc Swatez\***

\*Dr. Swatez was not an interviewee, but belongs in this section of the paper for he offered extensive input on the models in question. Though he had no major problems with Model 1, he felt Model 2 was far too filled with 'loaded terms' that mean too many different things to too many different people to be useful. In particular, he had problems with



'Community as Family', 'See, Touch & Feel the Future,' and 'Educating for the Future.'

### **3. Urban Revitalization and Community Planning**

#### **a) Richard Wilson**

As somebody who works all across the country on a national scale, Mr. Wilson was able to give excellent perspective on Model 1. "The arenas are all correct, but perhaps ranking them will be effective. Know that you can never have the national and global arenas if you don't have the neighborhood arenas. Change always starts at home, and with the people it will most effect. Without support from neighborhoods and communities in the surrounding area of something like a brownfield site, no player can be successful."

#### **b) David Dawson**

Mr. Dawson, in his critique of the first set of models, stated "The matrix format is unclear. I don't know what to do with these because you don't make it clear what they are supposed to be used for. Provide some sort of explanation as to what to do with the boxes. If it is going to be a tool for community leaders it has got to be understandable and easy to use. As it is, it is just frustrating because people are going to want to put it to good use but won't know how. Your ideas and questions are good, as are the questions the models raise but

you need to simplify and explain more to make them effective to the people you are attempting to address with them.”

## **B. Model Analysis**

### **1. Model 1**

Model 1 was accepted as a useful tool almost universally by the interviewees. Some were familiar with Neil Pierce and had the highest regard for his work in community renewal. Definitions of ‘Players’ and ‘Arenas,’ as defined in the Model 1 section of the methodology seems to be necessary as an accompaniment to the matrix. Interviewees found the tool useful after they fully understood how to use the tool. Clarification of its purpose within the model seems necessary. Changing the title of the matrix from “Maximizing Civic Capacity in a Time of Increasing Complexity” to “A Tool for Maximizing Civic Capacity in Downtown Urban Development” may help to clarify the purpose a bit.

The chosen ‘arenas’ on the matrix seem upon careful inquiry, correct. The ‘players’ need either consolidation or expansion. At the very least they need clarification. The distinction between nonprofit and philanthropic organizations is not clear. Moreover, neither gives important sections of the community their due. Key informants have pointed out the absence of both political and religious organizations from the matrix. Both political and religious organizations can be absorbed by either one of the aforementioned groups, but their importance is

immense enough to warrant their own place on the matrix. The nonprofit sector is simply too large to consolidate their participation to one section on the matrix, so expansion to add 'Political Organizations' and 'Religious Organizations' seems appropriate.

Not every 'player' and not every 'arena' has the same level of importance. A ranking has been avoided in this circumstance because ranking is different in every situation. Though a need for rankings has been expressed, the scope of the study does not warrant generalizing in this manner. In any case, rankings would only serve to undermine the premise of the model, which is that no matter which has the most importance, civic change is not maximized until leaders emerge in every 'players' section, and until they can perform in every 'arenas' section.

## **2. Model 2**

A great deal of explanation was needed for this model almost without exception. The original is certainly unclear. The title has been changed from "Analyzing Civic Needs of 21st Century Leadership" to "Gathering the Tools Necessary to Fill the Civic Needs of 21st Century Community Leadership" so that the purpose is better expressed.

This matrix has been manipulated a great deal. The X and Y axes of the matrix have been defined as 'Leadership Attributes' and 'Learned Competencies' respectively. A checklist has been

added to the model, in order to illustrate that it is a practical tool for the civic collaborative leader to use.

On the model, the {X}'s cleared from the matrix, it is clearer for the leader to realize that the chart is closely related in style to Model 1, and that all competencies and leadership attributes, and therefore all squares in the matrix would be developed with the ability to use the attributes on an interrelated basis. The new model is clearer. The circle at the intersection of 'Process Leadership' and 'Civic Responsibility' has been left, because this is still the point which produces an ideal civic collaborative leader, but only because it is the point at which the rest of the boxes are {X}'ed out already. The point of this should be explained in the model explanation, and not add to the confusion of the model itself.

'Using Technology' has been removed from the matrix based on this questioning. The model definitions have been overhauled to try to eliminate a few 'loaded terms' which existed in the original.

The question of rankings which arose in discussion of Model 1 also came up in Model 2. In general, this seems unnecessary for the same reason that it seems unnecessary to rank Model 1 terms, but in part, Model 2 is already ranked. By their position on the graph alone, 'Process Leadership' and 'Civic Responsibility' are given greater weight than any others. These are the most important because they embody all the terms of the chart within their own definitions, and are the two major components of the civic collaborative leader.

# Model #1

Model adapted from original  
developed by:  
Neal Pierce and Curtis  
Johnson

## A Tool for Maximizing Civic Capacity in Downtown Urban Development

		ARENAS					
		Neighborhood	Local	Regional	State	National	Global
PLAYERS	Individuals						
	Nonprofit Organizations						
	Educational Institutions						
	Philanthropic Organizations						
	Religious Organization						
	Political Organizations						
	Business						
	Government						

**PLAYERS** represents the organizations, institutions or individuals which would, in a community with maximum potential for civic revitalization, contribute its own participants.

**ARENAS** represent the levels at which the players exercise their leadership.

*A maximized community should be able to check off each and every box in the matrix*

## Model # 2-A: Checklist

Model adapted from  
original developed by:  
Sarah Ziegler

### Gathering the Tools Necessary to Fill the Civic Needs of 21st Century Community Leadership

#### LEADERSHIP ATTRIBUTES

Incorporating Diversity	Citizen & Servant Leadership	Empathy in Leadership	Collaboration	Civic Responsibility	Positive Social Change

#### LEARNED COMPETENCIES

Understanding Trends	Educating for the Future	Building Consensus	Local Business and the World Market	Community as Family	Process Leadership	See, Touch & Feel the Future

## Model # 2-B: Interrelations

Model adapted from  
original developed by:  
Sarah Ziegler

### Gathering the Tools Necessary to Fill the Civic Needs of 21st Century Community Leadership

LEARNED COMPETENCIES		LEADERSHIP ATTRIBUTES					
		Incorporating Diversity	Citizen & Servant Leadership	Empathy in Leadership	Collaboration	Civic Responsibility	Positive Social Change
LEARNED COMPETENCIES	Understanding Trends						
	Focus on Education						
	Building Consensus						
	Local Business and the World Market						
	Networked Community						
	Process Leadership						
	Embrace Change						

*A maximized community should be able to check off each and every box in the matrix*

The above circle represents the essential attributes which make up a civic collaborative leader.

## Model # 2-C: Definitions

### Gathering the Tools Necessary to Fill the Civic Needs of 21st Century Community Leadership

(defined by Sara Ziegler, modified by Christian Dawson)

- **Understanding the Trends of the Future** – Understanding that communities must become more familiar with what changes are expected to occur.
- **Focus on Education** – Knowing that investing in the future means a focus on learning, not just school buildings.
- **Building Consensus for the Future** – Local communities need to build shared vision among diverse groups.
- **Local Business and the World Market** – The future of business in the United States will be proportional to the effort taken to become world class producers and service providers within a totally new framework for the future.
- **The Networked Community** – It will be in our self-interest to work together as never before, because our problems and our opportunities are intertwined with those of everyone in the community.
- **Process Leadership** – Leadership needs to be exercising empathy, collaboration, a focus on diversity and a feeling of civic responsibility in order to effect a positive social change.
- **Embrace Change** – Our challenge is to bridge the gap between the unknown of the future and the reality of the present, and analyze and introduce what is coming in a way that all people can understand it and embrace it without fear and resistance.



#### **D. Analysis: Effectiveness of New Synthesized Model**

Our case studies have held check against the models and the models have been effective. The new revised models are clearer and more effective than the ones before. They are effective tools in putting together a downtown change initiative, but their relevance in answering the question “What can Richmond learn from Cleveland” is limited. They do not answer a number of necessary questions. They do not address many important issues.

The major issues of a community are only dealt with on an abstract theoretical level in the model. There is more we can do to offer Richmond than to simply say “Incorporate Diversity.” Saying “‘Collaboration’ is a major necessary leadership attribute” is important, but there is more that can be learned. The models offer a good basis in theoretical leadership needs. The reason for using qualitative interviews in this study was to gather more than basic theoretical data. There are many lessons that the models do not tell us. But we can use the models to define and explain them.

#### **E. Analysis: What We Can Learn Outside the Model**

The models tell us what types of leaders need to be gathered and where they must be put to work. What the models do not explain is how powerful the impediments to gathering this leadership is. A group of leaders will not come together and begin a successful collaboration unless they come under the pretense of a

common goal. If leaders are coming to address downtown development, all leaders must come under the pretense of wanting to change things for the better. A common goal would be hindered if some participants came to the table under the pretense of wanting to maintain the status quo.

The central issue impeding success in developing a shared vision is whether a community has developed a sense of urgency about change. If one looks at the models of the present study as a list of things a community needs to gather to succeed, Cleveland was able to gather all the things they needed to optimize change in their downtown initiative very quickly because everybody who came to the table was unsatisfied with the status quo and wanted change. The reason Richmond's 1984 plan failed was because no amount of civic responsibility could hide the fact that all the attributes of the models had not been gathered. They had not been gathered because a sense of urgency had not driven all collaborative participants to a common goal.

Only a common goal can lead collaborators to agree on a shared vision, and only with a shared vision can any plan be wholly successful. Cleveland had a common goal. Everybody in the community wanted change. It was then easy for a leader like Voinovich to stand up and unite the community under a shared vision, and when he did, the community united. It created an environment where anybody could call anybody else up for help and get it. This is the type of environment illustrated by the models as one with maximized potential, with every box checked off in each model.

Cleveland did maximize its growth potential, and it did so by using its own sense of urgency to its own advantage. One issue that the model fails to address that can be learned is that developing a sense of urgency around change speeds the gathering of all the different parts of the model. Interviewees gave very good feedback to the following hypothesis. Most thought it was “right on the money.”

*Dawson's law: The speed of change is directly proportional to the community feeling of urgency about it.*

Another important lesson comes from Cleveland's ability to sustain its growth. The 6th Street Marketplace is one example of a project that fell through the cracks in Richmond. Cleveland was able to see the majority of its own projects through to success. What seems to have happened comes once again down to urgency. Since the entire community was mobilized towards a shared vision, success invigorated the people and their excitement mobilized them. Cleveland was able to build on its success by riding on the wave of excitement. The feeling that change was possible led to the foundation of grassroots movements which helped push the changes forward. These same grassroots organizations then helped to institutionalize the changes. Once the excitement had worn down, a civic infrastructure had been built up to preserve the new and improved community.

To summarize, the leadership of Cleveland did three very important things which ensured its own success. The first is essential in creating change in downtown development, the second two are essential in sustaining it. Though not encompassed in either of the academic models, these are three of the most essential lessons the case studies have taught us:

***Three essential steps in initiating and maintaining a downtown plan:***

- 1) Create a sense of urgency about change*
- 2) Create a sense of excitement for the changes*
- 3) Build a civic infrastructure to institutionalize the change*

## **VI. Recommendations**

Richmond is doing a number of things right. Richmond Renaissance has found a way to facilitate collaboration and deal with race even better than Cleveland did. The Downtown Plan currently slated for implementation has all the right components to make it a success. Concentrating on rebuilding infrastructure as well as building tourism and transportation are the right goals to work on.

There is an important reason that it has taken fourteen years to develop a new Downtown Plan. It has taken that long to gather all of the components the models outline as necessary. This is because there is little sense of urgency. Much of Richmond is satisfied with the status quo. The economy is not in ruins and downtown industry

has actually increased slightly in the past couple of years. The suburbs are successful, and it doesn't seem as if Richmond is in a state of crisis.

But there is no doubt that Richmond is working far below its potential, and the success of the Downtown Plan would certainly enrich the city. How can a city unite around a common goal if so many are satisfied with the way things are?

The community leaders must create a sense of urgency. The hot button issue in Richmond is crime. Convince the community that the waterfront project will prevent crime. Convince them that the infrastructure rebuilding and redevelopment is for the purpose of people feeling better about the community they live in, and to add jobs in the inner city, all in an effort to decrease crime. Present it as a radical initiative attempting to combat crime in some other way than adding police officers. Present it as an attempt to stop crime at its source: disillusionment.

In any case, find a way to get the entire community involved. Groups such as Richmond Renaissance seem to be the wave of the future in initiating change in the communities, and being the ones to institutionalize it once it has been made. Richmond Renaissance has been a significant player in negotiations for the new Downtown Plan, but it must do more. Richmond Renaissance must become a major player downtown. It must increase its visibility and its scope. The type of public/private partnership across race lines that exists in Richmond Renaissance is just the type needed to gather all of the tools necessary for change to occur. They are the ones who need to first be convinced that Richmond stands at a crisis point, and that

action has to be taken now. They are the type of powerful player that can then spread that message to the entire community and call all necessary players to the collaborative table.

Ultimately, the power for change comes from the people. Richmond has never had a strong tendency to build grassroots organizations. In fact, no strong grassroots movement has made significant contribution to Richmond's downtown urban development in its recent history. If this project can impassion the community and show them that change can occur, then grassroots movements should rise out of the excitement. Leaders should set this as their goal and not be satisfied with the changes they are able to implement unless it does happen.

## **VII. Conclusion**

The problems of poor infrastructure and general dilapidation in the inner city are major sources of problems with crimes, violence and poor education. Revitalizing the inner city should incite the entire community to action to clean up the rest. Focusing on the problems of the inner city will be an influential big step to attacking the whole.

In this study, we have examined how to best take that step. We have looked specifically at Richmond, using its own history as well as the City of Cleveland as sources for lessons which could potentially help it understand its capacity for change and its ability to locate the right leaders, civic collaborative leaders, to initiate the change.

The study as presented does not presume to be universal. It is specific only to the situations discussed. The author does not, however, deny the potential that some of these findings could be examined under more quantitative means of data analysis to see how these lessons do stand up as universally true.

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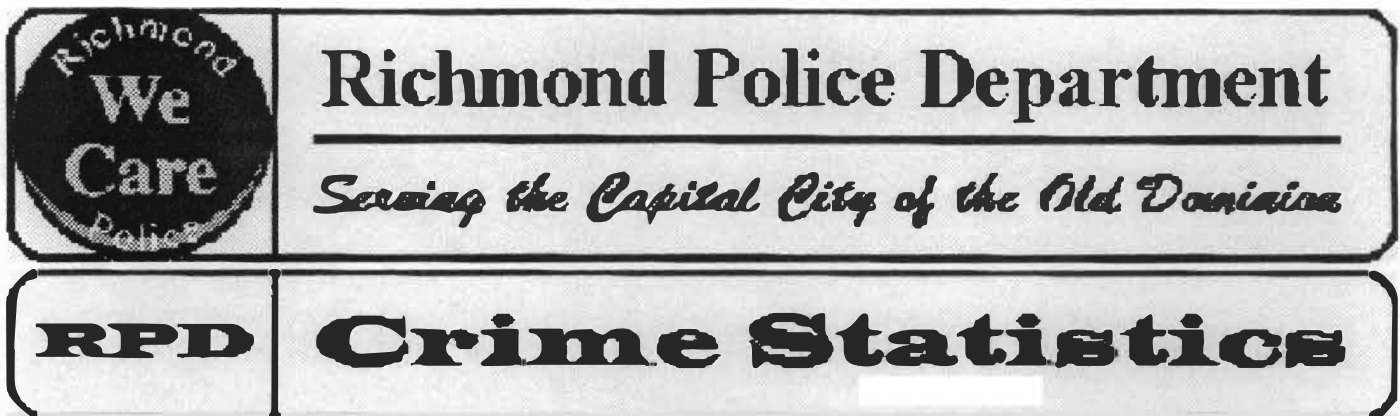
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Click <a href="#">here</a> to jump to the map...	Major Crime			Major Crime Clearance		
Offense	YTD 1995	YTD 1996	CHANGE	YTD 1995	YTD 1996	CHANGE
Homicide	120	112	-6.67%	46.67%	50.89%	4.22%
Rape	171	143	-16.37%	29.24%	29.37%	0.13%
Robbery	1,491	1,545	3.62%	9.46%	15.02%	5.56%
Aggrav. Assault	1,718	1,583	-7.86%	36.90%	39.92%	3.02%
Burglary	4,260	4,022	-5.59%	9.37%	7.81%	-1.56%
Grand Larceny	3,753	3,638	-3.06%	12.55%	11.08%	-1.47%
Petit Larceny	7,095	6,700	-5.57%	12.73%	13.18%	0.45%
Motor Vehicle Theft	2,376	2,028	-14.65%	7.28%	7.99%	0.71%
Violent Crime	3,500	3,383	-3.34%	25.17%	28.47%	3.29%
Property Crime	17,484	16,388	-6.27%	11.13%	10.75%	-0.38%
Major Crime	20,984	19,771	-5.78%	13.47%	13.78%	0.31%
Simple Assault	2,296	2,889	26%	55.18%	46.80%	-8.38%

## APPENDIX 2-1

### Contact Information

C. Dawson

(804) 754-3542 *phone*

(804) 287-6092 *fax*

cjdawson@erols.com

or cdawson@richmond.edu *e-mail*

## **Prospectus:**

My name is Christian J. Dawson, a Leadership student at the University of Richmond.

- Your efforts will contribute to my final project in my Leadership Studies major, and will be much appreciated.

### **Brief overview of Project**

I am trying to put together a set of practical lessons on how to best initiate inner city business growth. I attempt to develop a model of how and when community collaboration between public and private sectors works to effectively redevelop downtown industry. My case studies have been Cleveland and Richmond. Ultimately, I hope to come up with lessons, in the vein of "what Richmond can learn from Cleveland."

My primary interest is in redeveloping the two models for community redevelopment found on the following two pages. I am attempting to shape it into something a community could use as a tool to increase inner city business development. I have written a few short questions after each model which I would like to address. Although any information and experiences I can gather is sure to be helpful, there are a few things in particular on which I am searching for field perspectives. Any insights on the following matters, either within the context of the questions or outside of them, would be helpful;

- Will these models help to facilitate intensive brownfield recycling?  
What will?
- Are race issues addressed effectively by the models? Employment issues?  
What would?
- Which of the players in model one is truly the most important? Could the revitalization that happened in Cleveland ever have happened without the CEO group Cleveland Tomorrow?
- Do the models address city / county competition? If not, how do leaders get past such problems?
- What conclusions have your experiences with inner city industrial redevelopment led you to?

## QUESTIONS:

## APPENDIX 2-2

- Does this seem to fit with the downtown revitalization which took place in Cleveland?
- Did all of the above players collaborate with each other within the above arenas?
- Which ones did not collaborate? Which did not participate? What arenas were extraneous?
- Are there any vital change components left off of the above model?
  - The model below is not for you to do anything with. I just want you to look at it and see if you think I am on the right track, and that I have the right players and arenas listed.

### Model #1

Model adapted from original  
developed by:  
Neal Pierce and Curtis  
Johnson

## Maximizing Civic Capacity in a Time of Increasing Complexity

### ARENAS

### PLAYERS

	Neighborhood	Local	Regional	State	National	Global
Individuals						
Nonprofit Organizations						
Educational Institutions						
Philanthropic Organizations						
Business						
Government						

### WHAT THE CHART IS ABOUT:

Every community issue, whether problem or opportunity, contains the possibility for constructive action in each arena with a role for every player.

All of the players have access to and may influence, directly or indirectly, actions within each of these arenas.

Successful communities leave no opportunity to enhance and leverage their efforts uninvestigated and no partner that shares the common vision or goal uninvolved.

## APPENDIX 2-3

### QUESTIONS:

- Does this seem to fit with the downtown revitalization which took place in Cleveland?
- What do you think the most vital needs of 21st Century Leadership are?
- Are definitions of Process Leadership and Civic Responsibility adequate?

Are there any vital leadership components left off of the above model?

– The model below is not for you to do anything with. I just want you to look at it and see if you think I am on the right track, and that I have the right civic needs listed.

### Model #2

Model adapted from  
original developed by:  
Sarah Ziegler

### Analyzing Civic Needs of 21st Century Leadership

	Incorporating Diversity	Citizen & Servant Leadership	Empathy in Leadership	Collaboration	Civic Responsibility	Positive Social Change
Understanding Trends					X	
Educating for the Future					X	
Building Consensus					X	
Using Technology						
Local Business and the World Market					X	
Community as Family					X	
Process Leadership	X	X	X	X	X	X
See, Touch & Feel the Future					X	

### WHAT THE CHART IS ABOUT:

Process Leadership and Civic Responsibility are the most vital needs of 21st Century Leadership with regards to inner city revitalization.

Process Leadership is defined by terms at the top of the chart. Civic Responsibility is defined by terms in the column to the farthest left.

Community revitalization happens when players are committed to using process leadership to enact a feeling of Civic Responsibility.